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# ANNUAL REPORT OF THE GOVERNOR OF THE VIRGIN ISLANDS TO THE SECRETARY OF THE INTERIOR

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FISCAL YEAR ENDED JUNE 30, 1948



JUL 8 - 1949



Annual Report  
OF THE  
Governor of the Virgin Islands  
TO THE  
Secretary of the Interior



*Fiscal Year Ended June 30, 1948*

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UNITED STATES  
DEPARTMENT OF THE INTERIOR

J. A. KRUG, *Secretary*

TERRITORY OF THE  
VIRGIN ISLANDS


WILLIAM H. HASTIE, *Governor*

United States Government Printing Office, Washington : 1949

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# Annual Report of the Governor of the Virgin Islands

WILLIAM H. HASTIE, *Governor*

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THIS report for the fiscal year ended June 30, 1948, is concerned principally with significant current developments in government and in community life in the Virgin Islands of the United States. An elaboration of a number of the items here mentioned, as well as a considerable body of general and background information, appears in the 1948 report on the Virgin Islands of the United States prepared by the government of the Virgin Islands in cooperation with the Department of the Interior, and transmitted by the United States to the Secretary-General of the United Nations, pursuant to article 73 (e) of the charter. That report has been published and is available through the Department of the Interior.

## *The Community 100 Years After Emancipation*

In 1848 human slavery was abolished in the Virgin Islands, then a possession of Denmark. During the first 6 months of 1948 the Virgin Islands celebrated the completion of a century of freedom. The celebration was high-lighted by a visit of President Truman on February 22 and 23, and by messages from President Truman and the King of Denmark, as well as the presence of the Ambassador of Denmark to the United States, at the climactic conclusion of the celebration on July 3, 1948, the one-hundredth anniversary of the emancipation proclamation. On so significant an anniversary, it seems appropriate that this report contain at least a summary presentation of the status of the Virgin Islands and their 30,000 inhabitants after 100 years of freedom.

Persons born in the Virgin Islands of the United States are citizens of the United States. Written into the Organic Act or territorial Constitution of these islands are the basic provisions of the Bill of Rights of the United States Constitution. Universal suffrage is applicable to the election of a local legislature which enjoys legislative



authority essentially as broad as that of the legislatures of the several States of the Union. Out of 22 principal officers of the executive branch of the government of the Virgin Islands, 17 are Virgin Islanders.

Only in the denial of representation in the Congress, in the withholding of the privilege of participation in the election of the President and Vice President of the United States, and in the selection of their Governor by Presidential appointment rather than popular election, are citizens of the Virgin Islands less favored politically than citizens of a State. From a different approach, the citizens of the Virgin Islands enjoy a somewhat more privileged political status than do the citizens of the District of Columbia, the National Capital.

Services of government to the people in the Virgin Islands compare very favorably with those ordinarily found today in outlying possessions of metropolitan countries, although the need for improvement and expansion of such services is very great and very obvious. The government makes essential medical services and hospitalization available at moderate cost to the entire population, and to the needy without charge. Public health measures have served to reduce the death rate from 41.5 per thousand to 15.9 during the 30-year period from 1917 to 1947. During the same period the infant mortality rate was reduced from 328.9 to 88.9. No epidemic has occurred for many years. Informed persons come to live in the Virgin Islands with no less assurance as to general conditions of health than in the case of migration within the continental United States.

Education is compulsory for all children between the ages of 6 and 15. As a result, more than 85 percent of the people are able to read and write. About 100 students now graduate each year from the senior high schools. This means that between 10 and 15 percent of the youth of the community are receiving the benefit of 12 years of formal education. Annual public expenditure for education has now reached the level of \$95.46 per child, of which \$30.36 represents the cost of providing a daily lunch for each child.

Local social legislation has followed the pattern of the continental United States. The local government administers a system of compulsory workmen's compensation insurance. Minimum wages and maximum hours in most categories of employment are controlled by legislation. To the extent possible, with very small resources, loans from public funds are provided for small business ventures, small agricultural enterprises, and the construction of homes. Public assistance is provided from local funds to students of promise, including veterans who seek advanced training in mainland educational institutions.

Such data reveal and demonstrate an important national policy. Our conception of the status and rights of the individual and the



organization, responsibilities, and services of government makes no distinction between outlying and dependent areas on the one hand, and the metropolitan area of the United States. In practice as in theory, we rejected the notion of a double standard of human rights and public responsibilities, a superior one for the metropolitan area and an inferior one for offshore possessions.

Economic progress has not kept pace with political and social advancement during this first century of freedom in the Virgin Islands. The abolition of slave labor and the competition of larger and more productive areas have reduced the once profitable and dominant sugar industry to a level of bare subsistence. Where slave labor once raised sugarcane all over the islands and even on steep hillsides, only a few thousand acres of the better land are now devoted to this crop, and even here the operation yields very small profit.

The decline of sugar has meant a general and continuing economic decline because no adequate substitute for the sugar economy has been developed. Recurrent periods of drought and poor soil are fundamental handicaps of agriculture.

Lack of natural resources or other special advantages has prevented the islands from being attractive to new industry. Capital investments are small. Today the total assessed valuation of all real property, agricultural, industrial, and residential, in the Virgin Islands is only about \$11,000,000.

Although a significant increase of local production for local use is possible and would be very advantageous, the community must continue to depend upon the outside world for much of its essential food, clothing, and materials. Until this unavoidable expenditure abroad is balanced by the creation of marketable wealth or value at home, the community cannot prosper.

Three approaches, each complementary to the other, are being made to this problem. The development of tourism as a major industry is in progress. By 1950 tourism should be a major favorable factor in the local economy. Second, the production of specialty crops for export is the subject of continuing experimentation. Every successful effort along this line is a significant gain. Third, the promotion of new industry must be carried on both through modern methods of advertising the community and through devising and offering special public assistance to new enterprises.

At the end of a century of freedom from chattel slavery, these are paths to economic emancipation. But the goal is yet in the distance. We have yet to achieve the freedom from want which is so important a part of our contemporary conception of freedom.

*Public Finance and Taxation*

During the fiscal year 1948, the financial situation of the Virgin Islands remained unsatisfactory and precarious. In the last few years current revenues have been insufficient to cover current expenditures, and demands have been met only through the use of reserves which were established during the war years. These reserves no longer exist.

The total budgeted expenditures of the local government for the fiscal year amounted to \$1,422,626.23, as against \$1,523,651.18 for the previous year. Revenues collected from local taxation in the two municipalities totaled \$1,087,056.02. The balance to make up the total receipts included transfers, contributions, loans, and a Federal deficit appropriation of \$140,000.

The budgeted expenditures of the municipality of St. Thomas and St. John alone were \$965,733.23 as against \$1,104,283.18 for the previous fiscal year. This reduction, in spite of mounting costs, was made possible partly through administrative reorganization of various agencies, boards, and commissions, including the consolidation of certain governmental services and the elimination of several positions.

There were significant changes in three major sources of revenues in the municipality of St. Thomas and St. John. Income-tax collections decreased from \$511,870.18 for fiscal year 1947 to \$417,698.91 for fiscal year 1948, while collections from customs decreased from \$49,775 to \$28,000. However, collections from trade tax increased from \$58,457.36 to \$176,073.05, offsetting the losses in revenue from income tax and customs. The reduction in income-tax collections was due chiefly to the decline in the production of alcoholic beverages for export to the United States, while collections from customs were adversely affected by a marked decrease in the importation of molasses used by the distilleries.

Revenues in St. Croix remained stable, if woefully inadequate, at a level of about \$265,000. Even with a Federal subsidy of \$140,000, this sum is insufficient to maintain services at an acceptable level. Although there were small declines in the majority of revenue sources in the municipality of St. Croix, these were offset by the following increases: Real-property tax yielded \$62,407.39 as against \$57,342.66 for the previous fiscal year, and income-tax collections were \$103,069.94 as against \$86,232.22 for 1947.

In an effort to bolster the declining revenues of the local government, the trade-tax law of the municipality of St. Thomas and St. John was revised to include taxes on luxury items heretofore not specially taxed, and the excise tax of St. Croix was amended in order to yield more revenue. The results have been gratifying. An increase of \$117,615.69 over the collections from the St. Thomas trade tax during fiscal year 1947 was obtained. Collections from the excise

tax of St. Croix also increased \$13,851.95 over the previous year, although the new rates were in effect only part of the year. Prospective schedules are being drafted and studied with a view to the adoption of a uniform modern statute for business taxation for the entire Virgin Islands.

### *Agriculture*

During the year activities of the Soil Conservation Service and Farmers' Home Administration were resumed in the Virgin Islands. The Production and Marketing Administration established an office for conservation payments for the first time. A soil- and water-conservation program for the Virgin Islands has been developed, and the Farmers' Home Administration has taken a very active part in improving the water-supply system in rural areas.

In St. Croix the agricultural station was particularly active in vegetable production, soil and water conservation, and pasture improvement. Vegetables were produced and transported to the United States by airplane on a profitable experimental basis. This experiment resulted in the organization of the St. Croix Fruit & Vegetable Co. which plans to plant over 250 acres of vegetables during the coming winter season. Pasture-improvement demonstrations were successful in the most difficult areas of the island. In a single year a demonstration pasture was changed from over-grazed hurricane grass to an adequate growth of guinea grass.

The agricultural station also propagated and distributed 103,100 vegetable slips, 2,667 assorted ornamentals and 391 coconut seedlings. A total of 3,316 farm visits were made, 47 farmers' meetings held, and 96 public meetings attended related to extension services. A farm survey for the island of St. Croix was completed and has provided information necessary for planning and executing an island-wide agriculture improvement program.

In St. Thomas the agricultural station completed a land-use map of the island, showing the land uses of the present time, and classifying the land according to its capability. This is the first step toward preparing an agricultural development plan for St. Thomas and St. John by which an effort will be made to better utilize the limited agricultural resources of the municipality. The nucleus of an extensive orchard project has been established. Several varieties of citrus trees, including lime, orange, and grapefruit, special mangoes, bananas, breadfruit, and plantains have been planted at the station in order to develop material for future propagation work.

During the year, 171 pounds of vegetable seeds and 24,000 vegetable slips were sold to farmers. Over 1,600 ornamentals were sold for landscape work. Approximately 1,000 slips of bull tyre palms have



been started to provide a local supply of fiber for the handicraft industry.

Plant quarantine was extended to St. Thomas to prevent the introduction of harmful plant diseases and insect pests. The work of inspecting imported fruits, vegetables, and plants has been assigned to the station.

Informal discussions with the Department of Agriculture have been initiated by the government of the Virgin Islands and the Department of the Interior with a view to the ultimate coordination of all Virgin Islands agricultural activities under supervision of the Department of Agriculture.

### *Commerce and Shipping*

A much larger amount of money is sent from the Virgin Islands in payment for food, clothing, and other commodities produced abroad than comes from the outside for things that are produced and work done in the islands. During the calendar year 1947 goods valued at \$9,031,743 were imported into the Virgin Islands, while exports were valued at only \$2,183,744. The correction of this unfavorable situation continues to be a major economic objective.

The Government-owned Virgin Islands Company produced 4,350 tons of sugar this year, 1,400 tons more than last year. Employment was provided for about 1,000 persons during crop time and half that number during the rest of the year. In addition, the Company processed the cane of about 600 independent cane farmers. Its rum operations, however, were severely restricted by the continuing general inactivity of the rum market. A still better sugar crop is predicted for 1948, but rum sales remain very uncertain. In St. Thomas the unfavorable rum market also curtailed the exportation of alcoholic beverages. As a result only 224,236.86 proof gallons of alcoholic beverages were exported from the Virgin Islands this year as compared with 390,880 last year.

The lack of United States dollars in many countries seems to have affected shipping in the Virgin Islands adversely by discouraging a number of ships of foreign registry from calling that usually came to St. Thomas for bunkers and refueling. In addition, difficulties have been experienced in obtaining adequate regular supplies of fuel for the bunkering and refueling trade. In these circumstances, a slight decline in shipping as compared with the preceding year was experienced. The transshipment of bauxite at St. Thomas continues to be a substantial commercial activity. The number of tourists coming to the Virgin Islands by water was also reduced when the Alcoa Line replaced a 90-passenger ship with 2 slower ships capable of carrying only 12 passengers each.

Despite the slight decline in shipping as compared with last year, the general prospects for the development of commercial activities to surpass the level of the period immediately preceding the war years are good. Ten years ago, during the fiscal year 1937-38, 743 ships with a gross tonnage of 2,951,913 called at St. Thomas. During the current fiscal year 417 ships with a gross tonnage of 2,435,760, entered the port of St. Thomas, a difference of only about 500,000 gross tons.

### *Education*

One of the noteworthy developments of the year was the establishment of a veterans' education program in the Virgin Islands, through the collaboration of the local government and the Veterans' Administration. The program of instruction includes elementary education and secondary subjects for resident veterans. Nearly 300 veterans are enrolled in these courses in the Virgin Islands. The municipality of St. Thomas and St. John has also made special provision by legislation for the payment of transportation of veterans who enroll in institutions in the United States. In addition, scholarships of \$250 each for vocational training in the United States were provided from a municipal appropriation made available for that purpose.

The cost of education and related services to school children, including school lunches, in St. Thomas rose to the unprecedented amount of \$95.46 per pupil as compared with \$79.62 for the preceding year. In St. Croix the cost per pupil also increased from \$52.59 in 1947 to \$57.51 this year. The high cost of equipment, consumable supplies, and services contributed largely to the increase in the cost of education. Another factor has been the increase over a 10-year period of the average salary per teacher in St. Thomas from \$58.63 to \$100.73. In St. Croix the average salary per teacher increased from \$57.54 to \$78.19 during the same period.

For the fiscal year 1948 there were 2,574 pupils enrolled in the public schools in St. Thomas, as compared with 2,624 in the preceding year. Of this number, 766 were enrolled in junior and senior high school grades, as compared with 785 in 1947. In St. Croix there was an increase in enrollment from 1,570 in the preceding year to 1,686 in 1948. Enrollment in the junior and senior high schools in St. Croix was 496, an increase of 135 over the enrollment of the preceding year.

Through administrative reorganization in St. Thomas, the public library was placed under the administrative jurisdiction of the department of education. The division of public playgrounds, formerly in the social welfare department, was eliminated, and the recreational areas and equipment transferred to the department of education under the supervision of the physical education staff.

Observing its tenth anniversary, the Teachers' Institute sponsored one of the most successful summer sessions, in which four selected extension courses were offered by the Polytechnic Institute of Puerto Rico, and college credits were given to qualified registrants. The Junior Art League established in the schools this year should prove to be a valuable medium for developing and sustaining interest in art activities. In addition to the regular classroom activities in art, the schools engaged in an impressive number of extracurricular activities.

For the first time the kindergarten program in St. Thomas benefitted from the full-time services of a trained supervisor. Through "in-service" training measures, a marked advancement was shown in greater adherence to practices recommended by authorities in this field. There were 288 children enrolled in 9 kindergartens in St. Thomas and St. John.

The school-lunch program heretofore confined to the elementary schools was extended to include the Charlotte Amalie High School. With 23 schools included in the operation of this service, the number of children participating increased from an average of 1,800 daily to more than 2,200. An aggregate of 400,583 lunches were served with an over-all cash cost of \$66,441.18, exclusive of contributions of food from the United States Department of Agriculture, estimated at \$12,000. The average cash cost per meal was 16½ cents.

A vocational department was added to the high school in St. Croix. Started on a small scale, it is expected that this department will expand as additional funds for vocational training are made available. Although continuous and concerted efforts have been made through the years to obtain Federal funds for vocational training in the Virgin Islands, Congress has failed to include these islands in its program of assistance to States and Territories for vocational training.

The school-lunch service in St. Croix was successfully operated throughout the year with an average daily participation of 1,179 pupils in 10 schools. The sum of \$3,048.72 was contributed by the children themselves to the program. Besides, fresh vegetables produced in the rural-school gardens aided in providing a balanced meal at low cost. Some of the schools produced more vegetables than they could consume, and donated the surplus to other public institutions.

The department of education is working toward the equivalent of 2 years of post-high-school training as a minimum standard for teacher training in the Virgin Islands. This training should include one or more years in institutions beyond the Virgin Islands. While teacher-training courses offered locally are of benefit, teachers fail to acquire the professional zeal and inspiration which is developed in professional institutions abroad that are closely in contact with



demonstration schools. However, the attainment of this objective would require a substantial annual appropriation for teacher training to be applied as scholarships for selected teachers to be sent abroad.

### *Health and Sanitation*

A steady increase in Federal funds made available through grant-in-aid programs has greatly assisted in the development of an extensive public health program in the Virgin Islands, most notably in the fields of maternal and child health and care for crippled children. The Virgin Islands also became eligible for the benefits of the Hospital Construction Act in June 1948. One of the objectives of Federal grant-in-aid programs is the stimulation of spending of local funds in extending the public health services. Despite the economic condition of this territory, all requirements of matching Federal funds with local expenditures have been met.

A general program of immunization against typhoid fever was successfully carried out in the Virgin Islands. In addition to the heretofore inaugurated mosquito control program for the elimination of filariasis, the Lederle Laboratories, in cooperation with the territorial government, conducted a program of treatment of filariasis with the new drug Hetrazan, assisted by the local health department. The work was undertaken to prove the efficacy of the drug in a highly endemic area. Results will be recorded and reported.

In January 1948, a program of mass X-rays was initiated as a feature of tuberculosis control in St. Thomas. A total of 1,925 pictures has already been taken and read. Up to the end of the fiscal year, the results continued to emphasize a lower incidence of tuberculosis in St. Thomas than would be expected for a similar community in the United States.

While the bacteria count of milk in St. Thomas is still high, it is expected that with the installation and operation of a modern pasteurizing plant early in the near future, a healthy and wholesome milk will be available for general consumption. Improvement in the sanitary handling of meat can also be expected when a modern abattoir is completed during the next fiscal year. However, additional legislation controlling the handling of meat will also be necessary in order to raise the process to a satisfactory level of sanitation.

### *Police and Prison Administration*

Under the leadership of a new director of police, a native of the Virgin Islands recently retired as an officer of the United States Army, a juvenile-aid bureau was established in the St. Thomas police department for the purpose of carrying out a broad program for the prevention and reduction of juvenile delinquency. Over 500 youngsters



have enrolled in a police athletic league sponsored by the juvenile-aid bureau. During the year this bureau, with the cooperation and assistance of the department of social welfare, handled 84 cases of juvenile delinquency. The first policewoman in the history of the Virgin Islands was appointed, and assigned to the juvenile-aid bureau.

The St. Thomas police department secured conviction in 775 complaints of a total of 1,033 cases filed in the courts. Most of the complaints charged violation of traffic regulations, disorderly conduct, assault and battery, and similar misdemeanors. There was a decrease of 17.6 percent in felony complaints as compared with the preceding year. Fourteen such complaints were processed, in comparison with 17 in 1947. Of a total of 67 criminal cases referred to the bureau of investigation, 48 resulted in the apprehension of a person believed to be the offender, while 19 were still pending at the close of the fiscal year. The police department, assisted by 25 members of the home guard, furnished a guard of honor for the President of the United States and members of his immediate staff when they visited St. Thomas on February 22.

There were 166 arrests made by the police department in St. Croix during the year, most of which were for disturbance of the peace and violation of traffic regulations. The police force also provided a guard of honor for the President and his party when they visited St. Croix on February 23. Efforts are being made to establish a police athletic league similar to the one recently started in St. Thomas. At Richmond Penitentiary the prisoners produced charcoal and white lime which were sold. There were 20 prisoners at Richmond at the close of the fiscal year, 13 from St. Thomas and 7 from St. Croix.

### *Public Lending Programs*

The insular government has made a small but significant beginning in facilitating the construction of homes, providing water supply facilities for householder, helping the small farmer start his crop, and establishing small industries. Despite the fact that very little money is available for such programs, assistance on a small scale has been given in the form of loans based on proper and sufficient security.

During the fiscal year 1948, 7 loans totaling \$2,807.20 for the construction of cisterns were made in St. Thomas, under the water supply ordinance. At the same time, 12 mortgage loans totaling \$5,080 were made from trust funds to property owners for the purpose of repairing their houses.

Under the home-loan ordinance a total of 32 loans have been made since 1944, aggregating \$56,000. These loans have been granted with proper security for the purpose of assisting persons who are desirous of building their own homes. In order to encourage the establishment

of small native industries, during the fiscal year 1948, 7 loans totaling \$5,050 were granted under the native industries and small businesses ordinance.

Many important services are furnished farmers in St. Croix through the agricultural development revolving funds. These services include plowing, pasture clearing with bulldozer, and the supplying of seeds, slips, fruit trees, and livestock. In St. Thomas similar services were rendered by the station through the special revolving fund for poultry, livestock, and seed development.

### *Public Utilities*

In the reorganization of departments, boards, and commissions, the telephone board was abolished, and the control and operation of the municipal telephone system of St. Thomas transferred to the St. Thomas Power Authority, which was created in 1945 to manage and operate municipal-owned public utilities. The existing telephone distribution network, which was installed many years ago, needs to be replaced and the system modernized in order to meet the increased demands for telephone service on the island of St. Thomas.

Upon the transfer of the properties and facilities of the deactivated United States naval submarine base to the municipality of St. Thomas and St. John on January 1, 1948, the large Navy power plant was placed under the control of the power authority. Using this facility as a source of power, the task of converting the island of St. Thomas from direct current to alternating current was begun. In April 1948, the San Jose project, a chemical warfare unit of the United States Army, took over the operation of the naval submarine base and all related facilities including the power plant. A satisfactory temporary agreement has been worked out between the Army and the authority, pending the execution of a formal contract, whereby the Army is supplying alternating current to the authority at production cost for distribution and sale to consumers.

In the process of conversion, the old direct current distribution system in the island was purchased by the municipality from the West Indian Co., Ltd. Direct current is now being purchased from the West Indian Co. Ltd., by the power authority, and resold to consumers who are still on the direct current system, while consumers in that portion of the island that has been converted are being supplied with alternating current. Conversion has been a slow process due to the difficulty of obtaining supplies and equipment, and also because of the need to raise more capital. At the close of the fiscal year approximately 17 percent of the total conversion had been completed. However, it is expected to complete the conversion during the next fiscal year.

In St. Croix the conversion of the electrical energy in the two towns to 110 volts alternating current with the Rural Electrification Administration plant as the source of power, has been progressing satisfactorily. Large portions of both towns have already been changed over. It is expected that conversion will be completed during the next fiscal year.

### *Social Welfare*

Since the passage of the territorial Social Welfare Act of 1943, welfare services have been organized on an insular basis, with two municipal departments as integral parts. Singleness of purpose and coordination of effort have resulted.

The child welfare division of the insular department had its first full year of operation, financed in part by grants under title V of the national Social Security Act. To improve the professional caliber of its services, this division has provided scholarships in professional social work to two Virgin Islanders who are under contract to return to the islands for staff assignments.

The total of public assistance expenditures in St. Thomas for the fiscal year 1948 was \$38,681.40. During that same period some assistance was provided in 425 cases. Grants to the needy averaged only \$6.77 per case per month.

During the year the supervision and control of the juvenile school for boys was transferred to the social welfare department, and assigned to the child welfare division. Six boys from St. Croix were admitted to the juvenile school under enabling legislation passed by both municipal councils. The Queen Louise Home for the Aged operated at its full, but limited, capacity of 20 inmates. The Corneiro Home, which was bequeathed to the municipality under a trusteeship, was opened under emergency conditions to admit 11 indigents who were desperately in need of shelter and care. However, proper repairs must be made before the home can be put into full use.

By June 1948, the child welfare division in St. Croix had 206 children under its supervision. There were 141 at home with their parents, 38 in homes of relatives, 20 in foster homes, and 7 in institutions. During the year 469 needy persons received monthly grants averaging only \$2.50 each. It is obvious that much more money is necessary in order to provide even minimum necessities for the indigent in St. Croix.

### *Tourism*

There have been favorable developments in tourism and related real-estate activity throughout the Virgin Islands. During the year two small hotels in St. Croix and one in St. Thomas were completed and placed in operation. In St. Thomas at the close of the fiscal year



plans were completed and ground cleared to start the immediate construction of a large hotel and 25 resort cottages. Efforts are also being made, in St. Thomas, to have a well-located site, recently returned from the United States Army to the municipality of St. Thomas and St. John, leased or sold outright for the development of additional tourist accommodations. The interest of visitors in St. Croix as a place to live gained considerable impetus. A number of old estates were purchased to be rehabilitated for personal use, and a few of them for development and resale.

A tourist development board created for the municipality of St. Thomas and St. John in 1947, has been active to the extent possible with limited financing during the fiscal year publicizing the islands, making arrangements for sightseeing tours, and entertaining visitors to the islands.

### *Deactivated Military and Naval Property*

On December 31, 1947, the United States Navy removed its personnel and ceased operations of the submarine base and the Marine Corps air facilities at Bourne Field in St. Thomas. At the same time, the United States Army ceased operations of the airport at Benedict Field, St. Croix. These properties and facilities were transferred to the respective municipalities of the Virgin Islands, where they are located, for use and operation. The Navy has retained the right to require the immediate return of the facilities in St. Thomas in event of a national emergency.

The St. Thomas Development Authority was created by legislation to manage and operate the property and facilities at the submarine base and Bourne Field, including the public airport. The property has been made available for tourist development projects and community facilities. Most of the facilities have been advertised for lease. The low cost housing division, Lindberg Beach area, and recreation hall at Bourne Field are being operated successfully by the development authority as a housing and recreational facility.

In April 1948, the San Jose project, a permanent installation of the United States Army Chemical Service, was transferred to St. Thomas from Panama. Most of the former naval submarine base has been turned over to this Army project, as well as Fort Segarra at Water Island. Employment has been provided for about 200 civilians of the local community.

### *Legislation*

The Eightieth Congress considered but failed to enact several bills of major importance to the Virgin Islands. After extensive hearings the Committee on Ways and Means refused to report to the House of Representatives the administration-supported bill to give to the

Virgin Islands the revenue derived from United States internal-revenue taxes on Virgin Islands rum and other locally produced alcoholic beverages. Congress adjourned with this legislation, proposed as the financial foundation for vital improvement of local governmental services, still held in the House committee although it had passed the Senate a year earlier.

A bill to recharter The Virgin Islands Company and to expand its functions of economic rehabilitation in the Virgin Islands passed the House, but unyielding Senate committee objection forced a compromise which served only to continue present operations of the Company for 1 year. Even less consideration was accorded a bill to authorize the Virgin Islands to be represented in Congress by a non-voting resident commissioner as is done in the case of other territories and possessions. This measure failed to receive even committee approval in either House of Congress.

Action on certain appropriations for the Virgin Islands was more favorable. Approximately \$1,000,000 was appropriated for waterfront development as part of the \$10,000,000 Virgin Island postwar public-works program heretofore authorized by Congress. However, companion legislation to provide funds for badly needed dredging of the excellent natural harbor of St. Thomas was rejected by the House of Representatives. The critical financial plight of the local government after the defeat of the heretofore mentioned rum revenue bill was relieved in some measure by an appropriation of approximately \$500,000 for general purposes of local government.

A Building Code for the Virgin Islands was a principal enactment of the 1948 session of the local legislative assembly. This measure is essential to orderly and safe development during the period of postwar building and community expansion.

In the area of political advancement the legislative assembly provided for a referendum to be held at the November 1948 local elections on questions of basic importance in any revisions of the present Organic Act or Constitution of the Virgin Islands as passed by Congress in 1936. The voters are to be afforded an opportunity to express their views on the merits of the present system of Presidential appointment of their Governor as contrasted with popular election. Various aspects of the suggested unification of the quasi-independent political districts of St. Croix and St. Thomas and St. John are also presented for referendum.

Also deserving of mention are local enactments for public operation of the two Virgin Islands airports, for the retirement of municipal employees and for the transportation of veterans at public expense to the mainland for vocational and academic training.

### *Conclusion*

The American people are rapidly discovering the Virgin Islands. Such popular periodicals as *Esquire*, *Holiday*, *Look*, *Saturday Evening Post*, *Town and Country*, and *Vogue* are among those which have published Virgin Islands articles or have prepared materials for publication during the last 12 months.

The Sunday supplements and feature sections of many newspapers have publicized these islands. Visits of the President and other distinguished persons to the Virgin Islands have been featured in the press throughout the Nation.

In these circumstances, it seems clear that large-scale tourism and business promotions of various types are ahead. Such increased interest in the community means greater responsibility on the part of the local citizenry and upon local and national government to safeguard basic community values. The influx of large numbers of persons from the mainland for various purposes and with diverse ideas, some constructive and others hurtful to the community, is bound to bring problems which have not heretofore been acute because of our isolation. Opportunities and pitfalls are inevitable in a period of expansion and exploitation. The community and its leadership will be tested as never before to maintain values of character, integrity, and human dignity in the Virgin Islands.

#### *Passenger arrivals and departures, plane and boat, 1947*

	Arrivals <sup>1</sup>				Departures <sup>2</sup>			
	By plane		By boat		By plane		By boat	
	Citizens	Aliens	Citizens	Aliens	Citizens	Aliens	Citizens	Aliens
January .....	1,371	67	151	491	1,447	89	144	445
February .....	1,512	69	192	403	1,606	79	208	473
March .....	1,712	65	177	611	2,059	79	150	513
April .....	1,639	236	236	501	1,405	222	251	483
May .....	1,454	276	870	797	1,562	236	536	303
June .....	1,372	223	326	580	1,494	224	351	607
July .....	1,563	178	410	451	1,739	177	542	582
August .....	1,573	181	497	569	1,556	201	466	495
September .....	1,258	158	356	504	1,339	148	369	515
October .....	1,145	158	320	528	1,191	182	323	516
November .....	1,122	148	227	422	1,164	150	241	307
December .....	1,621	163	1,448	819	1,372	162	1,478	728
Total .....	17,342	1,922	5,210	6,676	17,934	1,949	5,059	5,967

<sup>1</sup> Total arrivals, 31,150.

<sup>2</sup> Total departures, 30,909.

*Rainfall in inches, 1947-48 <sup>1</sup>*

Month	St. Thomas	St. Croix	Month	St. Thomas	St. Croix
July 1947.....	0.46	1.12	February.....	3.06	1.85
August.....	3.24	1.83	March.....	1.01	1.55
September.....	10.44	14.35	April.....	1.78	2.78
October.....	6.08	6.57	May.....	2.62	4.41
November.....	2.03	2.79	June.....	2.47	2.19
December.....	2.66	2.23	Total.....	39.74	43.49
January 1948.....	3.89	1.82			

<sup>1</sup> 1947-48 average for Virgin Islands, 41.62 inches.*10-year rainfall record*

Year	Inches	Year	Inches
1939.....	32.32	1944.....	46.42
1940.....	38.51	1945.....	36.40
1941.....	34.60	1946.....	32.52
1942.....	47.81	1947.....	33.71
1943.....	47.53	1948.....	41.62

*Police department statistics, 1947-48*

Type of complaint	St. Thomas	St. Croix
Assault.....	7	0
Assault and battery.....	97	2
Aggravated assault and battery.....	22	3
Assault with intent to kill.....	0	1
Burglary.....	5	2
Carrying of concealed weapon.....	0	4
Disorderly conduct.....	257	1
Disturbance of the peace.....	0	110
Embezzlement.....	1	0
Gambling.....	18	2
Grand larceny.....	3	0
Manslaughter, involuntary.....	1	0
Petit larceny.....	42	6
Possession of property unlawfully obtained.....	0	6
Possession of unlicensed guns.....	0	3
Slander.....	28	0
Statutory rape.....	4	0
Trespass.....	35	0
Violation of automobile ordinance.....	134	10
Violation of game ordinance.....	0	2
Violation of liquor ordinance.....	0	7
Violation of police regulations.....	212	0
Violation of prostitution ordinance.....	4	0
Violation of sanitary regulations.....	49	0
Violation of school law.....	8	0
Violation of venereal disease ordinance.....	10	5
All others.....	96	0
Total.....	1,033	166



*Education statistics, 1947-48*

	St. Thomas	St. Croix	Virgin Islands
Number of schools:			
Public.....	<sup>1</sup> 13	9	22
Parochial.....	1	3	4
Private.....	4	1	5
Total.....	18	13	31
School population:			
Public.....	<sup>1</sup> 2,574	1,686	4,260
Parochial.....	495	1,064	1,559
Private.....	269	23	292
Total.....	3,338	2,773	6,111
School enrollment:			
Grades 1 through 6.....	1,790	1,290	3,080
Grades 7 through 9.....	570	258	828
Grades 10 through 12.....	214	138	352
Total (public only).....	2,574	1,686	4,260
Number of pupils per classroom teacher:			
Rural elementary.....	25	31	-----
Urban elementary.....	38	30	-----
High school.....	32	22	-----
Average salary of teachers (public school):			
Elementary.....	\$1,051.91	\$819.01	-----
High school.....	\$1,631.06	\$1,265.43	-----
Teachers' training:			
College trained.....	21	11	32
High school.....	59	40	99
Others.....	22	7	29
Total number of teachers.....	102	58	160
Total cost of education:			
Municipal appropriations.....	<sup>2</sup> \$161,446.53	\$73,320.00	\$234,766.53
Federal appropriations.....	5,712.96	15,513.25	21,226.21
Total.....	167,159.49	88,833.25	255,992.74
Cost of education per pupil in public schools.....	\$95.46	\$57.51	-----
Aid to college students.....	\$5,664.13	\$1,176.50	\$6,840.63
School lunches:			
Number of schools participating.....	23	10	33
Number of employees.....	37	10	47
Total salaries paid.....	\$18,207.85	\$2,384.46	\$20,592.31
Total lunches served.....	400,583	198,793	599,376
Average daily participation.....	2,177	1,179	3,356
Amount contributed by participating children.....	None	\$3,048.72	\$3,048.72
Amount contributed by municipalities:			
Cash contribution.....	\$39,918.33	\$5,084.46	\$45,002.79
Other contributions.....	<sup>3</sup> \$5,350.00	\$4,860.00	\$10,210.00
Federal contributions:			
Cash.....	\$26,582.85	\$10,384.00	\$36,966.85
Other.....	<sup>4</sup> \$12,000.00	-----	\$12,000.00
Total cash contributions from Federal and municipal sources, and children.....	\$66,501.18	\$18,517.18	\$85,018.36

<sup>1</sup> Exclusive of kindergartens, of which there were 9 in St. Thomas and St. John with 10 teachers employed, and a total enrollment of 288 children.

<sup>2</sup> Does not include expenditures for school lunch service or kindergartens. Expenditures for kindergartens, \$6,908.80.

<sup>3</sup> Value of services and facilities contributed without charge by department of education and other local agencies.

<sup>4</sup> "Free food." Value of commodities contributed without charge by the United States Department of Agriculture.

*Institutional statistics, department of health*

	Christian- sted	Fredrik- sted	Leper asy- lum	Kings Hill Home	Charlotte Amalie
Beds.....	73	61	92	150	100
Bassinets.....	12	10			12
Average occupancy.....	47	44	32	126	83
Peak occupancy.....	69	60	43	132	100
Minimum occupancy.....	25	26	36	129	59
Number of physicians.....	3	2	(1)	(1)	6
Number of graduate nurses.....	11	12	1	4	<sup>2</sup> 12
Average salary.....	\$730.92	\$765	\$1,750	\$930	\$1,200
Average number of student nurses.....	5	7			10
Average salary of student nurses.....	\$390	\$381.43			\$720
Number of student nurses graduated.....	1	2			2
Other employees.....	25	25	10	24	79
Total salaries.....	\$23,857.34	\$25,273	\$3,516	\$11,556	\$72,519.20
Equipment.....	\$1,721.30	\$348.10	\$238.27	\$365.95	\$2,200
Subsistence.....	\$12,027	\$10,931.73	\$9,014.73	\$17,376	\$25,000
Maintenance.....	\$8,264.66	\$7,100	\$4,975	\$4,463	\$24,500
Health project.....					\$3,600
Average ration rate per day.....	\$0.4275	\$0.38	\$0.5875	\$0.3166	\$0.47
Total budget (municipal).....	\$45,957	\$45,778	\$18,016	\$34,056	\$127,819.20
Cost per patient per day.....	\$2.85	\$3.07	\$1.49	\$0.73	\$3.60
Receipts (bills sent).....	\$3,493.75	\$3,657.25			\$15,941.27
Actual cash receipts.....	<sup>3</sup> \$4,630.30				\$8,252.65
Births in hospital.....	104	108			279
Births out of hospital.....	88	28			227
Deaths in hospital.....	50	45	1	31	91
Admissions to hospital.....	1,293	1,248	2	44	2,207
Sick days in hospital.....	16,103	14,900	12,069	46,618	30,541
Admissions to clinic.....	1,740	560			9,092
Dispensary treatments.....	3,843	6,647			32,116

<sup>1</sup> Part time.<sup>2</sup> Including 3 paid from grant-in-aid funds.<sup>3</sup> Total for Christiansted and Frederiksted.*Summary statement of Federal appropriations and grants-in-aid administered by government of Virgin Islands*

Title	1947	1948
Annual appropriations:		
Central administration.....	\$228,015	\$216,100
Agricultural station, Virgin Islands.....	45,300	46,300
Deficit appropriation, St. Croix.....	135,200	140,000
Grants-in-aid to States and Territories:		
Tuberculosis control fund.....	24,075	16,465
Veneral disease control fund.....	11,976	13,696
General health control fund.....	11,648	8,506
Maternal and child health services.....	26,189	30,891
Crippled children.....	13,624	39,707
Child welfare.....	9,964	18,192
Cancer control fund.....	1,034	1,109
Mental health control fund.....	None	<sup>1</sup> 20,000
Hospital construction.....	None	<sup>1</sup> 29,271

<sup>1</sup> Funds earmarked, but not utilized in 1948.*Summary statement of receipts of the treasuries of the municipality of St. Thomas and St. John and the municipality of St. Croix for the fiscal year 1948*

Revenues collected	St. Thomas	St. Croix	Total
Local sources.....	\$817,581.92	\$269,474.10	\$1,087,056.02
Transfers and contributions.....	<sup>1</sup> 153,387.15		153,387.15
Federal deficit contribution.....		140,000.00	140,000.00
Total.....	970,969.07	409,474.10	1,380,443.17

<sup>1</sup> This amount represents transfers from surplus of the war years and the liquidation of funds for special projects earmarked in previous years.

*Import and export statistics*

Imports from the United States	1945	1946	1947
Animals and animal products, edible	\$375, 537	\$841, 072	\$813, 763
Animals and animal products, inedible	79, 375	72, 339	106, 454
Vegetable food products and beverages	1, 260, 552	1, 941, 567	1, 694, 088
Vegetable products, inedible, except fiber and wood	861, 649	420, 319	480, 122
Textile fibers and manufactures	181, 695	267, 316	270, 024
Wood and paper	187, 176	339, 914	220, 108
Nonmetallic minerals	474, 184	836, 261	869, 543
Metals and manufactures, except machinery and vehicles	421, 969	554, 966	690, 134
Machinery and vehicles	264, 148	547, 385	768, 891
Chemicals and related products	289, 855	368, 401	309, 415
Miscellaneous	179, 725	533, 374	779, 707
Total	4, 575, 865	6, 722, 914	7, 002, 249
Total imports from foreign countries	757, 010	1, 817, 392	2, 029, 494
Grand total	5, 332, 875	8, 540, 306	9, 031, 743

Exports to United States and Puerto Rico	1945	1946	1947
Cattle	\$20, 572	\$33, 245	\$30, 132
Other animals, edible	761	2, 762	704
Beef, fresh, chilled, or frozen	54, 737	64, 140	46, 600
Other animals, edible products	3, 654	5, 904	1, 625
Hides and skins	6, 290	8, 674	11, 435
Animals, inedible	900	2, 110	1, 612
Coconuts in the shell	0	0	70, 198
Cane sugar	295, 630	374, 224	312, 395
Gin	0	0	1, 010
Rum	2, 127, 308	1, 435, 320	343, 424
Whisky	0	107, 775	34, 376
Cordials, liqueurs	0	0	144, 170
Wood and manufactures	4, 238	4, 311	5, 377
Charcoal wood	0	0	3, 098
Perfumery and toilet waters including Bay Rum	1, 175, 000	371, 175	1, 649
Containers	264, 650	302, 778	304, 446
Household and personal effects	3, 109	2, 742	1, 641
All other articles	160, 775	952, 856	17, 473
Total	4, 117, 624	3, 668, 016	1, 331, 365
Total exports to foreign countries	238, 807	458, 075	852, 379
Grand total	4, 356, 431	4, 126, 091	2, 183, 744





